

## Message Text

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C O N F I D E N T I A L SECTION 1 OF 4 USNATO 1210

E.O. 11652: GDS  
TAGS: MARR, NATO  
SUBJECT: RECOMMENDED SLICE XXVIII INFRASTRUCTURE PROGRAM  
FOR SACLANT AND SACEUR

REF STATE 02448, 031800Z FEB 77

SUMMARY. MISSION AND US DEL MC CONSIDER THE SLICE XXVIII  
PROGRAMS BALANCED AND GENERALLY CONSISTENT WITH THE  
FIVE-YEAR PLANS. THEY REPRESENT, HOWEVER, A MILESTONE  
FOR INFRASTRUCTURE BEYOND WHICH SIGNIFICANT INCREASES  
IN FUNDING ARE REQUIRED TO AVOID SEVERE PROGRAM DISTORTION  
AND ITS POLITICAL CONSEQUENCES. END SUMMARY.

MISSION AND US DEL MC HAVE REVIEWED THE SUBJECT  
PROGRAMS AND CONSIDER THEM ACCEPTABLE IN TERMS OF CONTENT,  
BALANCE, AND CONSISTENCY WITH LONG-TERM PLANNING. THE  
MORE SIGNIFICANT ASPECTS ARE HIGHLIGHTED BELOW:  
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1. ANALYSIS OF PROGRAM ADJUSTMENTS.

A. ACLANT:

(1) FROM THE JULY WORKING PAPER TO THE CURRENT  
SUBMISSION, TOTAL RECOMMENDED PROJECTS INCREASED FROM 27  
TO 29, AND THE ASSOCIATED VALUE FROM 9.277 TO 10.58 MILLION  
IAUS. NO NEW CATEGORIES WERE ADDED.

(2) IF SACLANT'S IAU 21 MILLION REQUEST FOR

SLICE GROUP AUGMENTATION IS NOT APPROVED, ONLY IAU 7.93 MILLION OF THE CURRENT FIVE-YEAR IAU 33.4 MILLION ALLOCATION REMAINS FOR SLICES XXIX-XXX.

(3) DECEMBER 1976 INPUT SHOWS A MAJOR EMPHASIS SWITCH FROM THE FIVE-YEAR PROJECTION AND JULY 76 SLICE XXVIII WORKING PAPER. SPECIFICALLY, THERE IS A SHIFT FROM THE COMMO ORIENTED FIVE-YEAR PROGRAM (50 PCT OF TOTAL FUNDS) AND THE 46 PCT ALLOCATED TO COMMO IN SLICE XXVIII, TO THE MARITIME AIR CATEGORY AT 82 PCT IN SLICE XXVIII. HOWEVER, THIS SHIFT OF PRIORITY AGREES WITH THE EMPHASIS AFFORDED THIS CATEGORY IN ACLANT'S REQUEST FOR ADDITIONAL SLICE GROUP FUNDS.

B. ACE:

(1) FROM THE JULY 76 SLICE XXVIII WORKING PAPER TO THE DECEMBER 76 RECOMMENDATION, MAJOR CHANGES ARE REFLECTED IN AN INCREASE OF THE TOTAL RECOMMENDED PROJECTS FROM 130 TO 185 WITH A VALUE INCREASE FROM 68.4 TO 81.1 MILLION IAU. THE INCREASES OCCURRED IN MOST CATEGORIES AND STAYED WITHIN SACEUR'S ANNOUNCED PRIORITIES. KEY CHANGES WERE:

(A) AIRFIELDS-INCREASED FROM 59 TO 76  
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PROJECTS, BUT VALUE REDUCED FROM IAU 21.7 TO 17.6 MILLION. THIS IS ACCOUNTED FOR BY THE ELIMINATION OF THE JULY 76 PREDICTED PROJECT OF IAU 7 MILLION FOR ASM COST OVERRUNS.

(B) COMMUNICATIONS-INCREASED FROM 16 TO 20 PROJECTS WITH A VALUE INCREASE FROM IAU 8.5 TO 15.4 MILLION. THIS IS ATTRIBUTED TO 3 PROJECTS IN TURKEY AT IAU 1.3 MILLION AND IAU 6.3 MILLION FOR ACE CENTRAL REGION COMMO IMPROVEMENT COST OVERRUNS.

(C) WAR HQS-INCREASED FROM 4 TO 10 PROJECTS WITH VALUE INCREASE FROM IAU 11.3 TO 13.3 MILLION. A MAJOR PROJECT INCREASE OF IAU .84 MILLION IS FOR SHAPE ADP SUPPORT FOR CCIS.

(D) FSTS-INCREASED FROM 11 TO 26 PROJECTS WITH VALUE INCREASE FROM IAU 6.5 TO 9.6 MILLION. MAJOR CHANGE IS DUE TO INCLUSION, SINCE JULY INPUT, OF 14 MORE SITES IN TURKEY AT COST OF IAU 2.2 MILLION.

## 2. CATEGORY ANALYSIS.

SLICE XXVIII CONTINUES A PATTERN OF CONCENTRATION IN THE AIRFIELDS, COMMUNICATIONS (INCLUDING EW AND CCIS),

AND FSTS CATEGORIES. THE FOLLOWING TABLE SHOWS TRENDS  
SINCE SLICE XXIV FOR SACEUR AND SACLANT COMBINED:

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	SLICES			
CATEGORY	XXV	XXVI	XXVII	XXVIII
AIRFIELDS	29.5	22.0	13.4	26.3
COMMUNICATIONS	22.3	25.9	60.2	43.3
FSTS	4.3	21.6	12.6	9.6
PCT OF SLICE	83 PCT	88 PCT	89 PCT	87 PCT

WITHIN THE AIRFIELDS CATEGORY, SHAPE SLICE XXVIII  
REFLECTS A NEW EMPHASIS ON SUPPORT FACILITIES REQUIRED  
FOR THE RAPID REACTOR (RR) AND SACEUR STRATEGIC RESERVE  
(SSR) FORCES, WITH SOME 40 PCT OF AIRFIELDS FUNDS IN THIS  
COLUMN. THE DECIDED SHIFT IN SACLANT PRIORITIES TO  
MARITIME AIR, NOTED ABOVE, PUTS SACLANT OVER HIS FIVE-  
YEAR PLAN FOR THIS CATEGORY AND BRINGS THE COMBINED MNC  
TOTAL TO 88 PCT OF PLAN, THIS IN SPITE OF A GROWING  
BACKLOG OF DEFERRED AIRCRAFT SHELTER AND AIRFIELD RESTORA-  
TION PROJECTS (DISCUSSED BELOW). COMMUNICATIONS PROJECTS  
(INCLUDING EW AND CCIS AS DEFINED ABOVE) CONTINUE TO  
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HOLD TOP PRIORITY, AND THIS TREND WILL LIKELY BE  
SUSTAINED FOR THE NEXT 5-7 YEARS AT LEAST. INDEED, AS  
WE PICKUP UKADGE, 412L REPLACEMENT, AND FURTEHER IMPROVE-  
MENTS TO NADGE, AND MOVE INTO NICS PHASE II, WE CAN FORE-  
SEE INCREASING PRESSURE ON SCARCEMNC RESOURCES.  
PROCUREMENT OF LARGE COMMUNICATIONS-ELECTRONICS (C-E)

SYSTEMS TENDS TO BECOME A PRE-COMMITMENT OF PROGRAM FUNDS DUE TO THEIR COMPLEXITY, THEIR INTER-ACTIN WITH OTHER SYSTEMS, AND THE HEAVY COST PENALTIES THAT GO WITH PIECE-MEAL PROCUREMENT OR "STRETCH-OUT". C-E ACCOUNTS FOR ABOUT HALF OF THE RESOURSE PLAN FOR THE CURRENT SLICE GROUP. IF THE ALLIES ARE NOT WILLING TO INCREASE SUBSTANTIALLY THE COMMON INFRASTRUCTURE FUND FOR THE PERIOD 1980-84, THE MNCS MAY BE FORCED TO CHOOSE BETWEEN A REDUCED LONG-TERM C-E PLAN OR A CUT-BACK IN THE "BRICK AND MORTAR" CATEGORIES AND THIS PRECISELY WHEN WE AND OTHERS INTERESTED IN LOGISTICS IMPROVEMENTS (E.G., LOC AND FSTS) WILL BE LOOKING FOR MORE EMPHSIS IN THAT AREA. IN SHORT, PROGRAM STRUCTURE AND PRIORITIES ARE LIKELY TO BE AN IMPORTANT ELEMENT OF NEGOTIATION OF THE NEXT FIVE-YEAR SLICE GROU.

### 3. REGIONAL ANALYSIS.

THE PATTERN OF RESOURCE DISTRIBUTIN BY REGION HAS SHIFTED MODERATELY TOWARD THE CENTER OVER THE PAST FEW YEEARS, ALTHOUGH THE OVERALL BALANCE IS RELATIVELY STABLE. THE SACEUR EMPHASIS ON "CONVENTIONAL RESPONSE" IN THE CURRENT SLICE GROUP HAS TENDED TO BENEFIT THE CENTER AT THE EXPENSE OF THE SOUTH, DUE LARGELY TO THE CENTRAL CONCENTRATION OF C-E AND FSTS PROJECTS. THE FOLLOWING TABLES SHOW THE PERCENTAGE COMPARISONS FOR SLICES XXV, XXVI, XXVII, AND XXVIII:

NORTHERN REGION COUNTRY/PERCENT  
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SLICE/TOTAL IAU (MILLION) 1/	DENMARK	NORWAY	NORTH
XXV/65.91	3.9	4.7	8.6
XXVI/79.09	.7	6.4	7.1
XXVII/97.31	7.7	1.4	9.1
XXVIII/91.64	.6	4.0	4.6
TOTAL /333.95	3.3	4.0	7.3

1/ INCLUDING SACLANT.

SOUTHERN REGION	SLICE/TOTAL IAU (MILLION)	ITALY	GREECE	TURKEY	SOUTH
XXV/61.28	25.5	11.0	6.5	43.0	
XXVI/73.15	1.7	9.2	12.7	23.6	
XXVII/90.39	7.0	5.8	6.6	19.4	
XXVIII/81.06	11.0	3.2	8.1	22.3	
TOTAL/305.88	10.5	7.0	8.4	25.9	

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THE BALANCES GOING TO THE CENTRAL REGION ARE THUS, FOR THE ABOVE FOUR SLICES, RESPECTIVELY 48.4 PCT, 69.3 PCT, 71.5 PCT, 73.1 PCT, AND AN OVERALL FIGURE OF 66.8 PCT FOR THE FOUR YEARS. THE GREAT BULK OF THE CENTRAL REGION FUNDS GO, AND WILL CONTINUE TO GO, TO GERMANY. IN SLICE XXVIII, THE FRG ACCOUNTS FOR 40 PCT OF THE SACEUR/SACLANT PORGRAM AND 76 PCT OF CENTRAL REGION PROGRAM. WITHIN THAT REGION, THE UK, WHICH HAS HAD A VARIABLE SHARE IN PAST YEARS, USUALLY BELOW ITS CONTRIBUTION, ACCOUNTS FOR 15 PCT OF SACEUR/SACLANT SLICE XXVIII PROGRAM, MOST OF IT IN THE EXPANDED SACLANT MARITIME AIRFIELD CATEGORY.

#### 4. MAJOR DEFERRALS.

A. AIRCRAFT SURVIVAL MEASURES (ASMS) REMAIN IN THE DEFERRED CATEGORY ALTHOUGH REFLECTED AS REQUIRED THROUGHOUT ACE. THEY TOTAL 24 PROJECTS WITH A VALUE OF IAU 81.4 MILLION. BY VALUE THEY ACCOUNT FOR 48 PCT  
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OF THE SLICE XXVIII DEFERRED PROJECTS. THE IAU 7 MILLION FOR ASM COST OVERRUNS ELIMINATED FROM THE JULY WORKING PAPER IS NOT INCLUDED AND IS BELIEVED ACCOUNTED FOR IN SACEUR'S SLICE GROUP ADDITIONAL FUND REQUEST.

B. THE ACE BACKLOG OF PROJECTS TO RESTORE, REPLACE, IMPROVE OR MODERNIZE FACILITIES APPEARS TO CONTINUE TO GROW. IN THE RECOMMENDED SLICE XXVIII (BY COST) ONLY 4.7 PCT OF THE FUND REQUEST IS FOR SUCH PROJECTS ALTHOUGH 30 PCT (56 OF 185) OF THE SLICE PROJECTS ARE INVOLVED. IN THE DEFERRED CATEGORY SUCH PROJECTS ARE 15.5 PCT BY COST AND 48 PCT BY NUMBER OF PROJECTS. AIRFIELDS ARE THE BIGGEST LOSER--ACCOUNTING FOR 60 PCT OF THE

DEFERRED RESTORATION PROJECTS ALTHOUGH VALUED AT IAU 4.1 MILLION OR ONLY 15.8 PCT OF THE IAU 26.1 MILLION DEFERRED RESTORATION.

5. OVERALL ASSESSMENT.

A. FROM A MILITARY VIEW THE POTENTIAL FOR BALANCED OPERATIONAL PROGRAMS IN SLICES XXIX AND XXX NOW RESTS IN THE OUTCOME OF THE SLICE GROUP AUGMENTATION REQUEST. WHILE THE LACK OF ADDITIONAL FUNDS WILL BE EQUALLY SEVERE IN BOTH MNCS, THE ACE IMPACT WILL BE MORE TRAUMATIC, PARTICULARLY IF EFFORTS ARE TO SUCCEED ON CORRECTING MALPOSITIONING OF SUPPLIES AND IMPROVING COMMAND/CONTROL. FOR EXAMPLE, WITH ONLY IAU 56.4 MILLION REMAINING FOR ACE SLICES XXIX-XXX, WE NOTE THAT THE FIVE-YEAR PROGRAM INCLUDED IAU 11.7 MILLION FOR IMPROVEMENT OF SAS SITES SECURITY. IAU 11 MILLION IS AS YET UNPROGRAMMED AND SHOULD BE ALLOCATED AS SOON AS THE SHAPE CRITERIA FOR THESE SITES IS APPROVED. THUS, ONLY IAU 45.5 MILLION IS AVAILABLE FOR ACE PROGRAMMING UNLESS THE SIGNIFICANT US-INTEREST PROJECTS ON SAS FACILITIES ARE ALSO DELAYED.

B. FROM THE ECONOMIC-POLITICAL PERSPECTIVE,  
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THE SLICE XXVIII PROGRAM REFLECTS THE MNCDILEMMA OF CONFLICTING PRESSURES:

--THE NEED FOR CAUTION IN COMMITTING SCARCE RESOURCES WITHOUT ASSURANCE OF ADDITIONAL FUNDING;

--NATIONAL DEMANDS FOR "FAIR SHARES" AND FOR LOWER-PRIORITY PROJECTS OF SPECIAL NATIONAL INTEREST;

--MAINTAINING CONTINUITY IN MAJOR LONG-TERM PROGRAMS WITHOUT NEGLECTING "BREAD AND BUTTER" REQUIREMENTS FOR RESTORATION, REHABILITATION AND UP-GRADING.

BEYOND THIS MILESTONE IN THE INFRASTRUCTURE PROGRAM, WE MAY EXPECT THE INCREASING FINANCIAL STRAINS TO CAUSE

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SERIOUS DISTORTION EITHER IN THE PRIORITY STRUCTURE OR IN REGIONAL BALANCE, AND PERHAPS IN BOTH, UNLESS (A) WE CAN AT LEAST MAINTAIN CURRENT LEVEL OF FUNDING FOR SLICES XXIX AND XXX, AND (B) WE CAN ACHIEVE A SIGNIFICANT INCREASE IN RESOURCES ALLOCATION FOR THE NEXT MULTI-YEAR PROGRAM (PROBABLY SLICES XXXI-XXXIV). AS NOTED IN PARA 2 ABOVE, COMMUNICATIONS-ELECTRONICS (C-E) IS CONSUMING AN INCREASING SHARE OF PROGRAM RESOURCES, AND SHOWS EVERY INDICATION OF CONTINUING TO DO SO. IN THE FACE OF CONTINUED FUND SHORTAGES, ONE POSSIBLE OPTION WOULD BE A REMODELLING OF THE INFRASTRUCTURE PROGRAM TO EXCLUDE ALL BUT MAJOR SYSTEMS, SPECIAL HIGH PRIORITIES, AND COMMON-USER PROJECTS. SUCH AN ALTERATION WOULD PROBABLY FURTHER CONCENTRATE EFFORT IN THE CENTRAL REGION AND WOULD BE A SERIOUS BLOW TO THE FLANK COUNTRIES, WHOSE PRINCIPAL INTEREST CONTINUES TO BE IN AIRFIELDS, NAVAL BASES, FSTS AND OTHER "BRICK AND MORTAR" PROJECTS. THERE WOULD UNQUESTIONABLY BE POLITICAL REPERCUSSIONS AND FURTHER STRAINS ON  
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ALLIANCE SOLIDARITY. IN SUM, THE COMPOSITION OF SLICE XXVIII SEEMS TO OFFER THE BEST POSSIBLE SOLUTION AT THIS CRITICAL POINT, BUT IT PROVIDES, AT THE SAME TIME, A WARNING OF THE SOURCE POSSIBLE FUTURE STRAINS.  
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